

Peace



Stability

Journal

VOLUME 5, ISSUE 2

JANUARY 2015





# Table of Contents

brings you back to this page



Building Defense Training and Education Institutions in Africa

2

1 Director's Corner



Prospects and Challenges for Eastern African Standby Force

15

10 News



Comments on SIGAR's October 30, 2014

23



Top Ten Lessons from the Afghanistan War

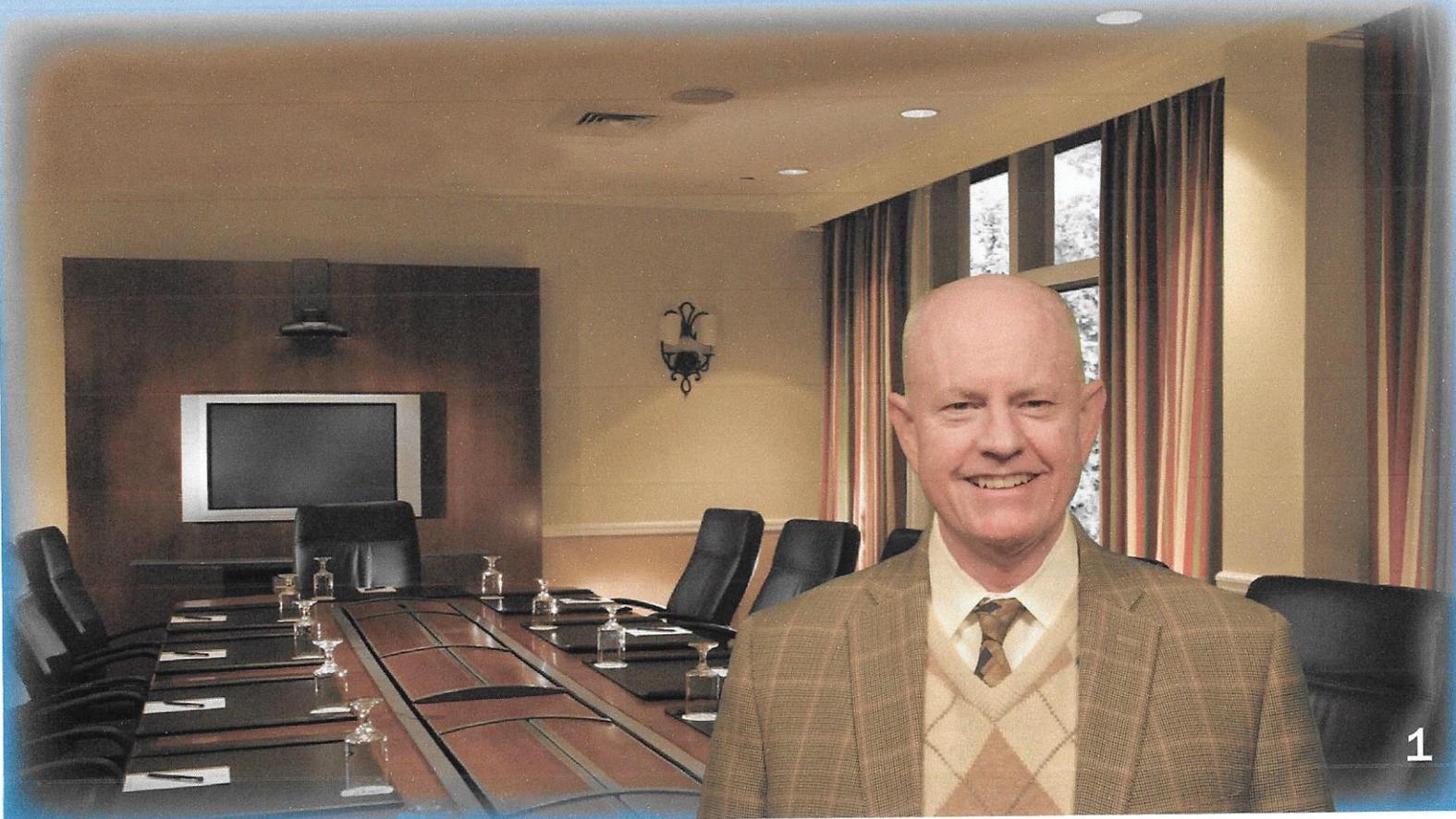
27





# Directors Corner

[Click here to view](#) ►





## Building Defense Training and Education Institutions in Africa

*Brigadier General Kenneth H. Moore, Jr.  
Deputy Commanding General, U.S. Army Africa*



## Introduction

The following paper is an excerpt from a JPME paper on the topic of building defense training and education institutions in Africa. It relies heavily on the 2010 Quadrennial Defense Review (QDR) published on February 1, 2010 for research, guidance, and conclusions. The 2014 QDR was approved and signed by the Secretary of Defense on March 4, 2014. Therefore, the publication of the new 2014 QDR requires several additional comments in order to highlight the new defense guidance on Africa contained within the document.

### Two primary strategic policy statements on African engagement are set forth within the 2014 QDR:

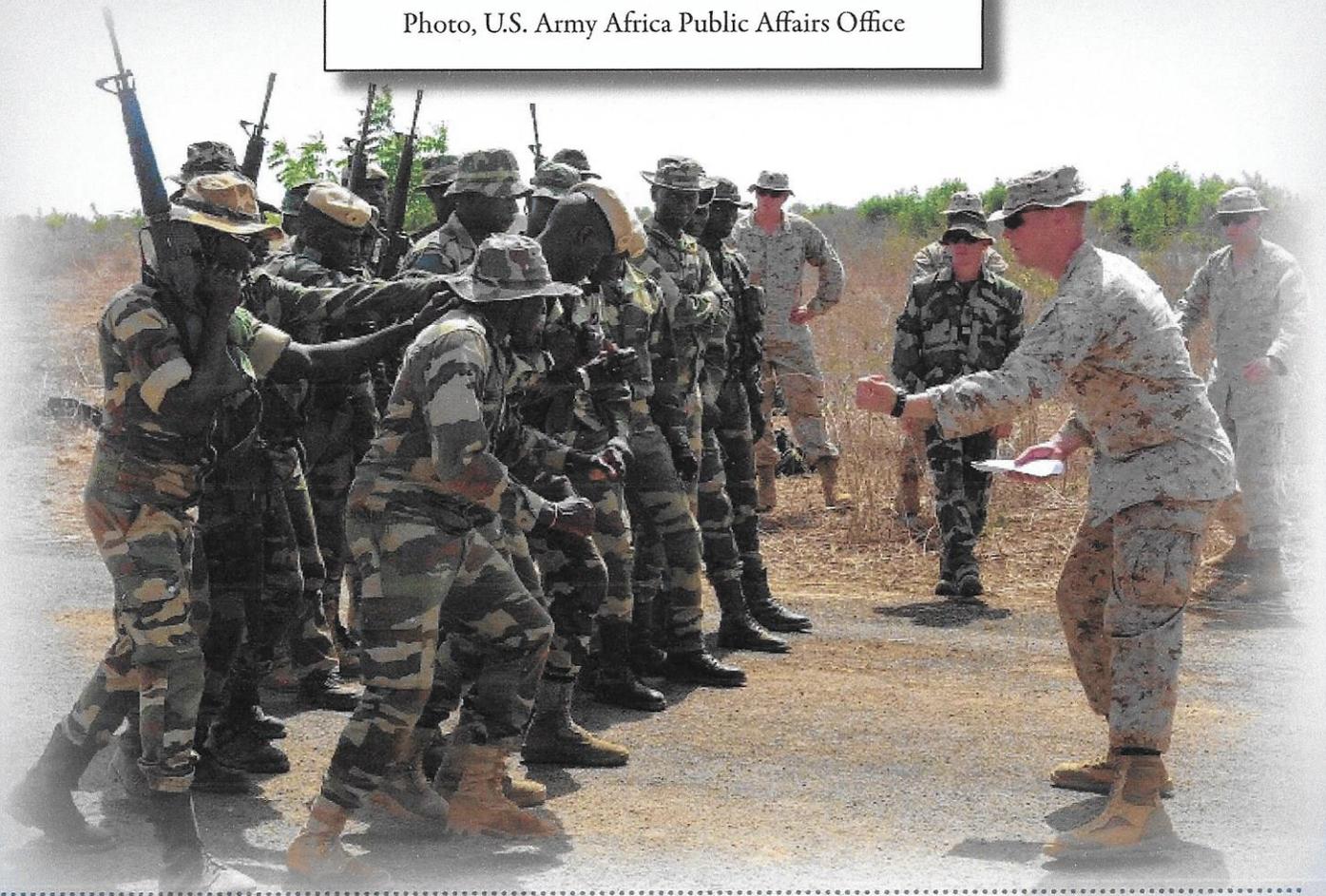
*“The United States remains focused on maximizing our impact throughout Africa by actively working with key partners to foster stability and prosperity. Many African countries are undertaking efforts to address the wide range of challenges they face, by improving their governance institutions, strengthening rule of law, and protecting borders more effectively. The U.S. Armed Forces cooperate with counterparts on counterterrorism and counter-piracy efforts, partnership capacity building- especially for peacekeeping –and crisis and contingency response.” (2014 QDR, page 19)*

*“Africa. The Department will continue to maximize the impact of a relatively small U.S. presence in Africa by engaging in high-return training and exercise events; negotiating flexible agreements; working with interagency partners; investing in new, effective, and efficient small footprint locations; and developing innovative approaches to using host nation facilities or allied joint-basing.” (2014 QDR, page 36)*

Key policy and engagement themes such as partnership capacity building for crisis response and peacekeeping, governance, rule of law, border protection, and working with our interagency partners remain consistent, however, the 2014 QDR provides a more focused strategic engagement policy list that includes one important addition most relevant to this paper – engaging in high-return training and exercise events.

This new strategic priority addition in the 2014 QDR validates the conclusions of this paper and provides significant direction for future U.S. Armed Forces engagement in Africa. The new policy provides emphasis and will improve African training and education institutions, strengthen African military professionalism, enhance African defense capability and capacity, and ultimately assist Africans defense institutions in taking a leading role in responding to crisis on the continent.

Photo, U.S. Army Africa Public Affairs Office



Under Secretary of Defense for Policy Christine Wormuth stated in her 2014 testimony before Congress that changes in the strategic environment may require adjustments to our military-to-military engagement efforts throughout the African region. These military-to-military tailored programs and efforts play a key role in advancing U.S. strategic interests by enabling partner capacity.<sup>1</sup> Under Secretary Wormuth said, “It is imperative that the Department sustains and improves military-to-military and defense civilian relations, while continuing to evaluate and re-calibrate the nature and substance of each of our relationships to ensure they are with U.S. values and advance U.S. vital national interests.”<sup>2</sup>

USAFRICOM has implemented these policies by deploying its primary military instruments to accomplish the directed requirements. General Rodriguez stated in his testimony before the Senate Armed Services committee that, “In Fiscal Year 2013, we conducted 55 operations, 10 exercises, and 481 security cooperation activities, making Africa Command an extremely active geographic command.”<sup>3</sup> These instruments include joint military-to-military engagements, joint training team activities, and joint exercises routinely executed with a temporary presence on the continent.

Current U.S. policies support a modified effort refocused towards enhancing African partners’ defense training and education institutions, strengthening professionalism, and improving African military capability and capacity. These policy adjustments clearly fall within the parameters of existing policy; thus, requiring only minor changes in USAFRICOM’s short, intermediate, and long term military objectives and staff planning efforts.

### **Institutions to Train and Educate the African Defense Forces**

The critical priority tasks required to enhance African defense training and education institutions include better military-to-military engagement and increased sustainment. This strategic military objective modification through engagement and sustainment activities would achieve dramatically improved African defense institutions by strengthening relationships with African military partners. After working towards developing, building, and sustaining an enduring institutional training and education capacity, the U.S. joint force sets the conditions for our African partners to help solve security changes for themselves.

Currently, most African defense training and education institutions lack capability and capacity because of limited and anach-

Photo, 2ABCT/1ID Public Affairs Office



ronistic sustainment systems. The deficiencies are frequently extensive and include lesson materials, doctrine, technology, and facilities. When new systems are established, they often erode over time due to inadequate resourcing and usually fail to produce the required military skills. Military planners and operators must ensure that their efforts establish systems with long term success in mind. Dan Hampton concludes in his brief on creating peacekeeping forces that, “Both African states and their international partners must avoid training programs that do not create enduring indigenous capacity to sustain skills.”<sup>4</sup>

A recent example of engagement and sustainment in building a training and education institution took place in Malawi. Senior non-commissioned officers from U.S. Army Africa supported the development and course execution of the Malawian Sergeant Major Academy. The ground-breaking initiative succeeded in training over 30 non-commissioned officer and warrant officer students in leadership skills, critical thinking, problem solving, computer skills, and gender integration. However, two shortfalls highlighted the need for long term institutional building efforts. One, the Malawi Defense Force lacked the important written polices and doctrine that help leaders maintain and communicate standards. Doctrinal tactics, techniques, procedures, and military traditions are maintained through formal policies and doctrine. Two, the Academy lacked sufficient funding to maintain facilities, internet services, and staff quarters in order to be viewed as a Regional Center of Excellence.<sup>5</sup> Modern facilities instill confidence in donors or regional partners and contribute to positive learning atmospherics and achievement of envisioned military skills.

The two shortfalls presented in the Malawi vignette represent realistic and achievable military objectives within the context of future policy adjustments. An immediate shift towards better military-to-military engagement and increased institutional sustainment would communicate to our African partners an



increased commitment to building and enhancing African military training and education institutions. However, this shift ultimately requires a significant and fundamental re-programming of USAFRICOM's limited resources, detailed military planning, and the senior leader decision-making to execute this resourcing.

### **Strengthen African Defense Forces Professionalism**

Effective and well-performing military training and education institutions develop service members who reflect internationally accepted core values and military professionalism standards. Although many of our African military partners lack a formal, enduring, and professional military training and education system, most have an existing framework to improve upon. These improvements include technical and tactical competence, academic achievement, civil-military awareness, and gender integration. Advancing these improvements achieve better core values and higher standards of military professionalism.

Investing in African military professionalism often consists of providing technical equipment, logistical support, and training, but it also consists of educating future officers at various international military academies and defense universities. The

U.S., France, and Belgium are leading nations that cooperate with African militaries in providing advanced education qualification. This education usually concentrates on technical and general military skills and significantly improves military professionalism. Receiving less attention is curriculum earmarked on intangible areas such as service to the nation, social responsibility, and military values.<sup>6</sup> In many cases, this education is simply not required for career success. In his study on military professionalism in Africa, Emile Ouédraogo argues that, "One of the challenges many African militaries face is that these academic qualifications and combat training have not been considered necessary for advancement and promotion. This needs to change. Professional military education and training is crucial. South Africa's SANDF, (South African National Defense Force), institutionalized a basic training program for all its soldiers and incorporated three levels of training for its officers."<sup>7</sup> As this South African example demonstrates, improved military professionalism begins with standardized military training augmented by formal academic education. The South African system has resulted in stable and effective military skills that easily produce internationally accepted core values and professionalism.

Low standards of professionalism often contribute to numerous civil-military challenges. Many African military leaders lack an awareness of emerging threats such as extremism, piracy, narcotics trafficking, and misunderstand civilian oversight and control. The 2010 QDR directs an emphasis in policy towards civil-military cooperation and states that “all such efforts to build partner capacity will pay special attention to the dynamics associated with civil military relations in host countries and will emphasize the principles of civilian control and respect for dignity, rule of law, and professionalism.”<sup>8</sup> Similarly, David Brown suggests in his analysis of USAFRICOM that by “providing training to include International Military Education and Training may help influence future [African Military] leaders to follow the rule of law better.”<sup>9</sup>

One of the most important U.S. policy and military objectives on improving African military professionalism is gender integration. Numerous peacekeeping operations revealed that the effective integration of females into the international peacekeeping forces results in enhancing professionalism within African defense forces. When African military partners integrate females into the peacekeeping forces, they realize many positive mission impacts. Operational effectiveness improves, they meet their gender equality goals, operational situational awareness increases, and female civilians report more incidents of sexual violence and sexual exploitation. Also, female peacekeepers are invaluable in sensitive body searches, working in women’s prisons, and screening female combatants at reintegration sites.<sup>10</sup>

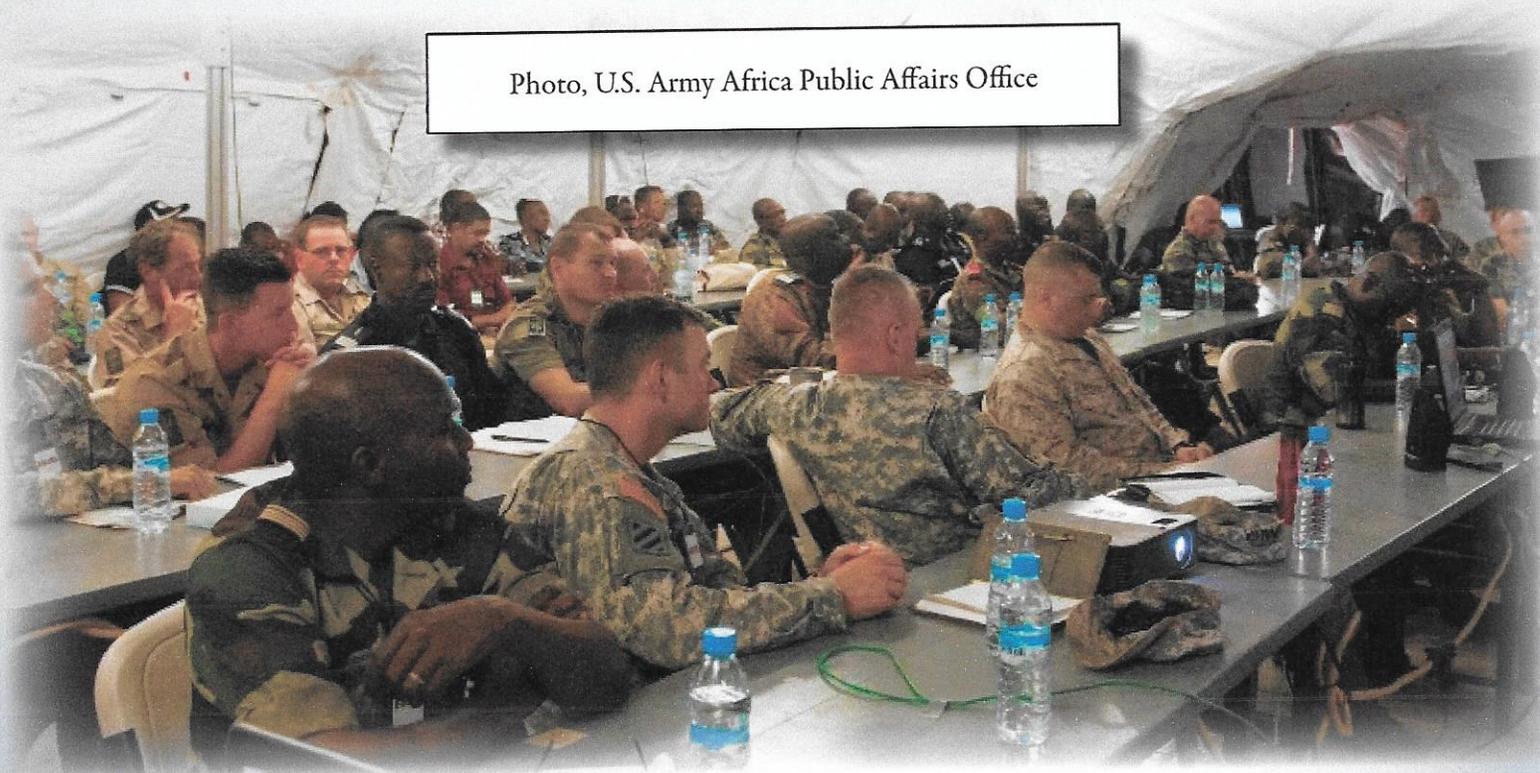
To build on these successes, U.S. forces should continue to place female U.S. service members in critical leadership and training positions and recommend African military partners replicate in order to overtly underscore modern professionalism aims and policy goals.

Although many African military partners possess varying core values and professionalism standards, U.S. defense policy strategies must be adjusted to help them improve their values and professionalism. This objective can be accomplished by prioritizing technical and tactical competence, academic achievement, civil-military awareness, and gender integration.

### **Develop African Defense Forces Capability and Capacity.**

In order to develop defense capability and capacity, several objectives must be prioritized. These include effective selection of partner nations, selection and vetting of peacekeepers, efficient theater security cooperation events, and robust joint training exercises. In his article, Eric Schmitt notes that, “In the past decade, the Bush and Obama administrations put a premium on training and equipping foreign troops...”<sup>11</sup> Prioritizing these activities and training events with adjusted policies and military objectives will result in better African defense force capability and capacity; accordingly, helping African defense forces solve African security challenges.

Photo, U.S. Army Africa Public Affairs Office



Careful country selection during staff analysis promotes mission success. David Brown reasoned that, "While it will require patience and determination, the U.S. Government should try in the future-to the extent there are troop-contributing countries for a given mission-to give clearer priority to emerging democracies in Africa...in choosing future partner-nations for the training of African peacekeepers."<sup>12</sup>

The assessment and selection of trainee peacekeepers are critical prerequisites. During the development of defense capability and capacity, particular focus should address recruiting, selection, and the vetting of soldiers. Supporting this undertaking, Major General Patrick Donahue II, the former Commanding General for U.S. Army Africa, stated that, "You have to make sure of who you're training...has this guy been a terrorist or some sort of criminal? But also, what are his allegiances? Is he true to the country, or is he still bound to his militia?"<sup>13</sup>

Leveraging African Theater Security Cooperation activities and Foreign Military Sales programs develops and improves defense capability and capacity, but the activities and equipment provided must meet the desired effect and mission preparation requirements. David Brown recommends that African defense forces "deserve to be given more and better resources to ful-

fill the numerous tasks they are set. Specifically, resources are needed to ensure missions avoid overstretching their personnel, assets/capabilities, finances, and headquarters/command and control."<sup>14</sup>

Finally, building capacity requires exceptional flexibility and rapid agility. Development of military exercises, such as the USAFRICOM sponsored combined/joint ACCORD series of command post and field training exercises, assists in the transfer of military professional knowledge and expertise while building the tactical and operational capacity of participating nations. During these large scale exercises, partner nation expectations must be realistic, regional and civilian organizations must be incorporated, and collaboration among participants must be maintained throughout the event. This high profile cooperation among the participants is one more additional important factor in attaining improved African defense capability and capacity.

### **Adapting current strategy to a complex African Continent**

Robust USAFRICOM military-to-military engagement has confirmed the effective implementation of U.S. policy. The Command maintains a unique ability to rapidly leverage flexible

Photo, U.S. Army Africa Public Affairs Office



and tailored joint capabilities with assigned or aligned forces including the Army's regionally aligned units, the Marine Corps Special Purpose Marine Air Ground Task Force, Special Operations Forces, Naval Forces, and numerous interagency partners. In addition to operational deployments, these force capabilities can be rapidly deployed to advise and assist African partner nations in developing, building, and sustaining defense training and education institutions. In his Senate testimony, General Rodriguez stated that, "Our priorities for military-to-military engagement are the African countries with the greatest potential, by virtue of their population, economy, and national power, to influence the continent positively in future decades. With countries already on positive trajectories as regional leaders and influencers, we can focus on strengthening military-to-military relationships to build capacity together."<sup>15</sup>

Understandably, USAFRICOM-led crisis response must be sustained, especially when U.S. facilities or citizens are at risk. Maintaining USAFRICOM's rapid response forces capable of protecting U.S. national security interests is imperative and should not be degraded by any modification to policy towards increased African defense training and institutional engagement.

However, any future engagement with our African partners must transpire with a multi-faceted and tailored policy. This is a tremendous U.S. strategic policy challenge because every partner possesses a diverse geography and population, incongruent military capabilities and capacities, and multiple and dynamic trans-national threats. The current U.S. focus on contingency response fails to adequately address the underlying issue of building our African partners' defenses. U.S. defense objectives for Africa must prioritize building the capability and capacity of African defense training and education institutions in order to assist Africans to solve and respond to problems on the African continent. This recommended defense policy adjustment will improve African training and education institutions, strengthen African defense forces credibility by enhancing emerging African professionalism, and ultimately increase the capability and capacity of African force contributions to the United Nations and African regional organization's peacekeeping and contingency operations.



**Notes:**

<sup>1</sup> U.S. Congress, Senate 2014. Hearing before the Armed Services Committee. Testimony by Christine Wormuth to be Under Secretary of Defense for Policy, 108th Congress, 2d Session, April 15, 2014. #51-52.

<sup>2</sup> U.S. Congress, Senate 2014, Wormuth, #52.



**Brigadier General  
Kenneth Moore,  
U.S. Army Reserve.**

*BG Moore is currently serving as Deputy Commanding General with U.S. Army Africa/Southern European Task Force (SETAF), Vicenza, Italy. He was commissioned through Army ROTC after earning a Bachelor of Arts degree in Political*

*Science from Virginia Tech and holds a Masters of Public Administration degree from Kutztown University and Masters of Strategic Studies degree from the U.S. Army War College. Prior to his current assignment, BG Moore served as Director, Civil Affairs Branch at the U.S. Army John F. Kennedy Special Warfare Center and School, Fort Bragg, North Carolina.*

<sup>3</sup> U.S. Congress, Senate 2014, Hearing before the Armed Services Committee, Testimony by General David M. Rodriguez, Commander, USAFRICOM, Posture Hearing, 108th Congress, 2d Session, April 15, 2014, 3.

<sup>4</sup> Daniel Hampton, Africa Security Brief, Creating Sustainable Peacekeeping in Africa, April 2014, NO. 27, 3.

<sup>5</sup> U.S. Army Africa, Malawi Defense Force Sergeant Major Academy After Action Review, G-3/5/7 Report to the Commanding General. May 2014.

<sup>6</sup> Soeters, Joseph and Audrey Van Ouytsel. "The Challenge of Diffusing Military Professionalism in Africa." Armed Forces and Society 40, no. 2 (04, 2014): 252, 2-3.

<sup>7</sup> Ouédraogo, Emile, "Advancing Military Professionalism in Africa", Africa Center for Strategic Studies, Research Paper #6, July 2014.

<sup>8</sup> 2010 QDR, 68.

<sup>9</sup> David E. Brown, U.S. Army War College, Strategic Studies Institute, AFRICOM at 5 Years: The Maturation of a New U.S. Combatant Command, August 2013, 80.

<sup>10</sup> Paul D. Williams, African Center for Strategic Studies, Africa Security Brief, Peace Operations in Africa: Lessons Learned Since 2000, April 2013, No. 25, 6.

<sup>11</sup> Schmitt, Eric, "Elite U.S. Troops Helping African Combat Terror", New York Times, 27 May 2014.

<sup>12</sup> Brown, 80.

<sup>13</sup> Schmitt, 27 May 2014.

<sup>14</sup> Williams, 7.

<sup>15</sup> U.S. Congress, Rodriguez, 14.